

**COUNTY OF LOUDOUN**  
**DEPARTMENT OF BUILDING AND DEVELOPMENT**  
**MEMORANDUM**

**DATE:** December 4, 2008

**TO:** Loudoun County Planning Commission

**FROM:** Evan Harlow, Planner, Dept. of Building & Development

**SUBJECT:** FIDP 2008-0002 Dulles Parkway Center II-Lot 12 Final Development Plan

**EXECUTIVE SUMMARY**

Miller & Smith at Dulles Parkway Center, LLC of McLean, Virginia has submitted a Final Development Plan (FDP) for Dulles Parkway Center II-Lot 12, zoned PD-TRC (Planned Development - Transit Related Center). Section 4-1103(C)(1) of the Revised 1993 Zoning Ordinance requires a Final Development Plan be submitted for review and approval by the Planning Commission prior to commencement of development of the parcel.

This Final Development Plan (FDP) is the first of several Final Development Plans to be submitted for the Dulles Parkway Center II. The portion of Dulles Parkway Center II shown on this FDP is for the development of Lot 12, containing 7.11 acres, into one hundred and twenty-four (124), 2 over 2 multi-family units (including 2 affordable dwelling units). The development of Lot 12 also includes 1.44 acres of Landscaped Open Space and 1.65 acres of Active/Passive Recreation Open Space for a total of 3.09 acres of open space. An Informal Park is proposed within the 1.65 acre Active/Passive Recreation Area to include a picnic pavilion and three (3) benches.

Final Development Plan requirements are unique to the following three zoning districts: PD-TRC (Planned Development Transit Related Center), PD-CV (Planned Development Countryside Village), and the PD-TREC (Planned Development Transit Related Employment Center). The intent of requiring a Final Development Plan is to bridge the gap between the less detailed Concept Development Plan and the engineered site plan. It was determined that this step was necessary to ensure conformance due to the complexity associated with the District requirements and to identify any inconsistencies prior to expenditures associated with final engineering.

Approval of the Final Development Plan serves as meeting the non-engineered site plan requirements such as location of proposed building footprints and elevations, parking, traffic circulation and pedestrian and bicycle circulation, open space areas, landscaping plan and stormwater management size and locations. The Planning Commission shall approve a Final Development Plan if it:

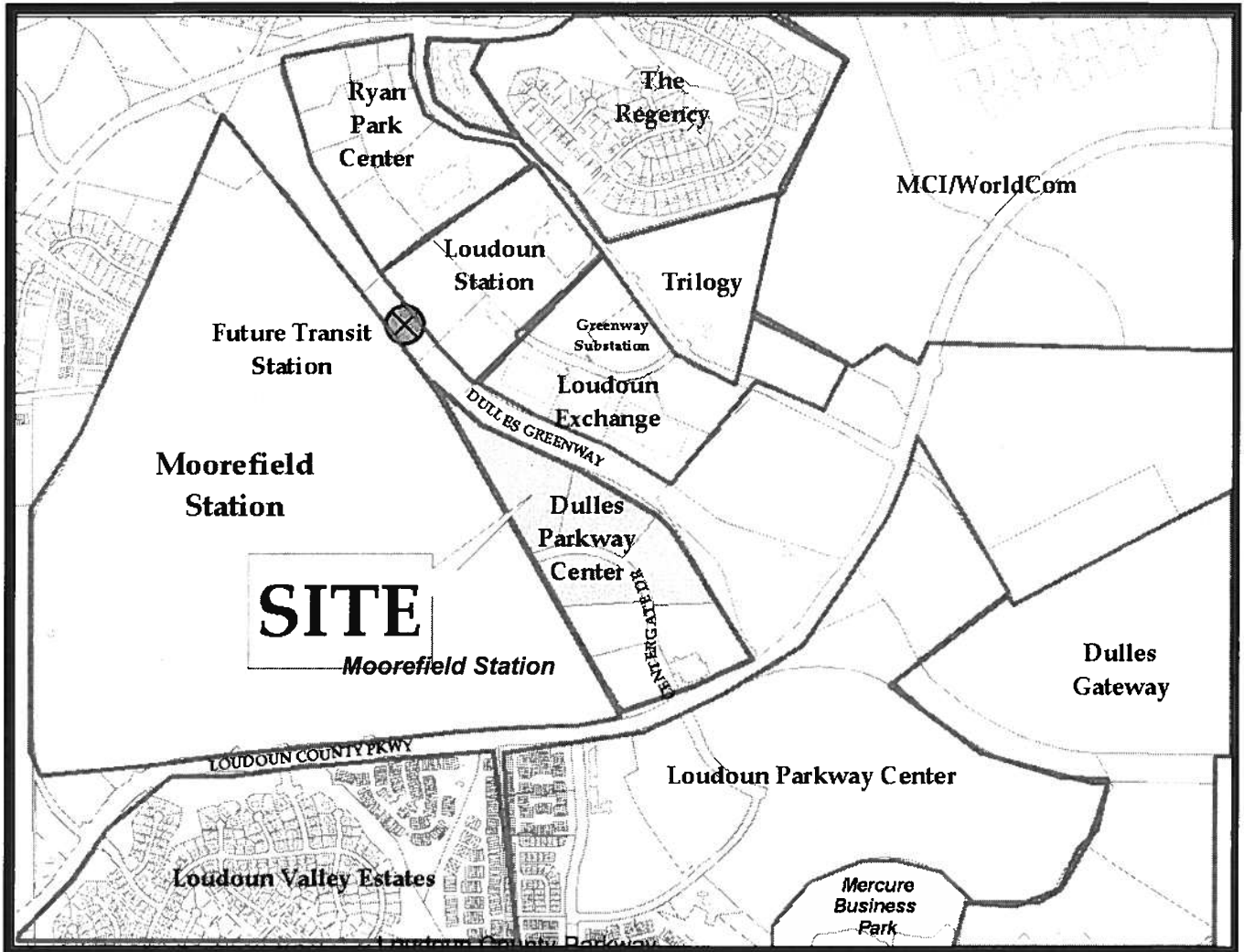
- Conforms to the approved Proffers
- Conforms to the Concept Development Plan (CDP) and;
- Meets the Final Development Plan submission requirements contained in Section 4-1103(C)(2) of the Revised 1993 Zoning Ordinance.

An additional requirement of the PD-TRC district includes the provision for street trees. Section 4-1119 of the Revised 1993 Loudoun County Zoning Ordinance states, "**Street Trees.** Trees shall be planted at a density of no less than one tree per twenty-five (25) linear feet along all areas dedicated for vehicular access. Such trees shall have a minimum caliper of 1 (one) inch and a height at maturity of 15 (fifteen) feet or more. *If in the opinion of the Planning Commission at time of review of the Final Development Plan, upon the advice of the County Urban Forester/Arborist, that street trees will not survive in a given location, substitute plantings or substitute locations may be provided.*"

A letter and exhibit from the Applicant requesting the relocation of street trees along Centergate Drive was submitted to the County Forester/Arborist October 24, 2008 and is found in **Attachment A51-A54**. As illustrated on attached Exhibit A, the Applicant proposes to relocate eleven (11) of the forty-one (41) plantings required along Centergate Drive to alternate locations. The request for alternate planting locations is mainly due to sight distance constraints around the curvature of Lot 12 as well as SWM/BMP culvert construction.

The County Urban Forester/Arborist has reviewed the request letter and exhibit for alternate planting locations. The County Urban Forester/Arborist is satisfied with the arrangement and alternate tree locations shown, contingent upon the appropriate plan set sheets illustrating VDOT's sight distance easements.

### VICINITY MAP



The property is located on south side of Centergate Drive, on the southwest side of the Dulles Greenway (Route 267), 0.2 miles north of Loudoun County Parkway (Route 1950) in the Dulles Election District.

#### **Directions from Leesburg:**

Take the Dulles Greenway (Route 267) to Exit 7, Loudoun County Parkway. At the end of the exit ramp, turn right to head south on Loudoun County Parkway. Make a right onto Centergate Drive to the subject property.

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## APPLICATION INFORMATION

**APPLICANT** Miller and Smith at Dulles Parkway Center, LLC  
Steve Aylor  
8401 Greensboro Drive, #300  
McLean, Virginia 22102  
(703) 821-2500

**REPRESENTATIVE** Bowman Consulting Group  
Mark Baker  
101 South Street, S.E.  
Leesburg, VA 20175

**APPLICANT'S REQUEST** Request approval of one hundred and twenty-four (124) multi-family units and 3.09 acres of open space.

**LOCATION** Southwest quadrant of Loudoun County Parkway and the Dulles Greenway

**TAX MAP/PARCEL #** Tax Map /93//10////12/ (MCPI # 089-17-2256)

**ZONING** PD-TRC (Planned Development – Transit Related Center)

**ACREAGE OF REQUEST SITE** 7.11 acres (40.25 total site area)

**SURROUNDING ZONING/ LAND USES**

	<b>ZONING</b>	<b>PRESENT LAND USES</b>
North	PD-OP/PD-TRC	Keynote Employment
South	PD-OP/PD-TRC/PD-IP	Keynote Employment/Business
East	PD-IP/PD-TRC	Keynote Employment
West	PD-TRC	Vacant (Moorefield Station)

**ELECTION DISTRICT** Dulles

<b>II. REFERRAL AGENCY COMMENT SUMMARY</b>			
<b>Referral Agency</b>	<b>Date</b>	<b>Outstanding Issues</b>	<b>Referral Pg. #</b>
Fire & Rescue	10/20/08	No outstanding issues	N/A
Office Of Mapping	10/27/08	No outstanding issues	N/A
Environmental Review Team	09/12/08	No outstanding issues	N/A
B & D Zoning Administration	11/19/08	No outstanding issues	N/A
LCSA	08/21/08	No outstanding issues	N/A
Office of Transportation Services	10/27/08	No outstanding issues	N/A
VDOT	12/01/08	See IV.B of this Report	N/A

### III. FINDINGS

1. The Final Development Plan conforms to the approved Concept Development Plan of the Rezoning (ZMAP 2005-0041, Dulles Parkway Center II). **(See Attached CDP and Final Development Plan)**
2. The Final Development Plan conforms to the approved proffers associated with the Dulles Parkway Center II Rezoning (ZMAP 2005-0041). **(See Attachment A1-A14)**
3. The Final Development Plan includes all the plan submission requirements of Section 4-1103(C)(2) of the Revised 1993 Zoning Ordinance. **(See Attachment A15-A18)**

### IV. PROJECT REVIEW

#### A. CONTEXT

Dulles Parkway Center II is the third proposal approved by the County for a Transit Oriented Development adjacent to the planned transit stop on the Dulles Greenway.

The subject property is located in the Ashburn community of the Suburban Policy Area, on the south side of the Dulles Greenway (Rt. 267), just west of the Loudoun County Parkway. The westernmost future Metrorail station that is planned in the County is located northwest of the site. Two other transit stops in Loudoun County are planned on the Washington Dulles International Airport property and at Route 606 (Old Ox Road)/Dulles Greenway intersection. Other developments surrounding the site include:

- Moorefield Station (ZMAP 2001-0003) - Located directly west of Dulles Parkway Center, this Transit Oriented Development (TOD) was approved in 2002 for approximately 9 million sq ft of office, 700,000 sq ft of retail, and 6,000

dwelling. It is located on approximately 591 acres.

- Loudoun Station (ZMAP 2002-0005) - Located northwest of the property on the other side of the Dulles Greenway, this is the second approved Transit Oriented Development (TOD) surrounding this future transit station. It was approved in 2003 for up to 1,514 multi-family dwellings and 1.9 million sq ft of office, hotel, theater, and retail uses. It consists of approximately 43 acres.
- Loudoun Parkway Center (ZMAP 1990-0015) – Located northeast, southeast, and southwest on the other side of Loudoun County Parkway, this mixed-use development was approved in 1993 for approximately 450,000 sq ft of industrial, 2.7 million sq ft of office, 230,000 sq ft of hotel, sales, and service uses, and 1,000 dwellings.
- Loudoun Valley Estates I and II (numerous by-right subdivisions and ZMAP 2002-0011) – Located southwest of the property on the other side of Loudoun County Parkway, this planned residential community was approved for a total of 2,998 residential units and 100,000 sq ft of retail uses.

## **B. SUMMARY OF OUTSTANDING ISSUES**

### **VDOT Comments**

The Virginia Department of Transportation has reviewed the Final Development Plan and has no objection to approval with the following condition:

- The trail proposed south of property (Lot 12) and north on Lot 9 shall be relocated to connect to the crosswalk shown for the intersections respectively on Sheet 4, in accordance with our previous comment 5.

Staff has contacted the Virginia Department of Transportation (VDOT) reviewer to discuss and clarify these comments. Regarding the comment related to Lot 9, Staff notes that this Final Development Plan is solely for the development of Lot 12. The request to relocate the trail on Lot 9 to connect with the crosswalk will be further evaluated with the submission of the Final Development Plan for Lot 9. The VDOT reviewer concurs with this assessment and agrees that the trail on Lot 9 will be evaluated as part of the Lot 9 Final Development Plan.

In their third submission comment letter, VDOT has raised an issue and is now requesting the bike trail on adjacent Lot 13 be relocated onto Lot 12 to connect directly with the crosswalk proposed with this Final Development Plan. The Virginia Department of Transportation is concerned that the current location of the bike trail will encourage bikers to cross Centergate Drive outside of the crosswalks limits. The location of the bike trail south of Lot 12, on adjacent Lot 13, was previously approved with Special Exception application, SPEX-2005-0038. The approved location of the bike trail ties

directly into the network of sidewalks along Centergate Drive. The continuation of the sidewalks approved with SPEX-2005-0038 tie into the sidewalks as proposed with this Final Development Plan, ultimately connecting to the crosswalk.

Reconfiguring the trail across Lot 12 to connect with the crosswalk raises an issue of substantial conformance with the approved Special Exception Plat. Staff has discussed the issue of substantial conformance with the Zoning Division, and they have indicated that the minor shift would be in substantial conformance. As it relates to the Concept Development Plan, either location would be in substantial conformance.

The applicant has expressed concern regarding the relocation of the trail across the open space parcel of Lot 12. The applicant proposes to locate stormwater management facilities in this particular location. The applicant has also expressed concern that this issue was not previously raised by VDOT.

The Planning Commission will need to evaluate and determine: 1) If the current location of the off-site bike trail connecting to the sidewalks along Centergate Drive is a sufficient connection to the crosswalk; or 2) Should the Final Development Plan be revised to relocate the bike trail so that it connects directly to the crosswalk.

It should be noted that Sheet 4 of this Final Development Plan is for "Illustrative Purposes" only. The approved proffers of the Dulles Parkway Center II allow for minor adjustments to the locations of the proposed uses, facilities, and improvements shown on the Concept Development Plan to address grading, drainage, environmental, cultural, and natural features, ordinance requirements, and other final engineering considerations.

## **C. ANALYSIS OF THE FDP**

### **Phasing**

The overall Dulles Parkway Center II project approved with ZMAP-2005-0041 is divided into two (2) phases: Phase 1 provides for development prior to bus service and Phase 2 provides for development once bus service is operational and serving the property. The Non-Residential and Residential uses within Dulles Parkway Center II are further broken out into three (3) phases of development: Two (2) phases, Phase A and Phase B, prior to the property being serviced by bus and one (1) phase, Phase C, once bus service is operational and serving the property. **See Proffer V, Attachment A34-A35 and Sheet 7 of CDP.**



Phasing Table (Minimum - Maximum Densities for PD-TRC District Per Approved ZMAP 2005-0041 ):								
Phase 1 - Prior to bus								
Primary Use	Acres	Inner Core	Inner Core (Prop Density)	Outer Core	Outer Core (Prop Density)	Total (min.-max.)	Max. FAR or Density	Prop. Max. FAR or Density
Residential	22.01	0-170	0-7.7	16-130	0.7-5.9	16-300	16/acre	14
Office/Retail	18.24	0	0	100,000 - 475,000	0.1-0.6	100,000 - 475,000	0.60	0.60
Total	40.25					0		
Open Space	8.05					8.05		
Phase 2 - Bus Service								
		Inner Core	Inner Core (Prop Density)	Outer Core	Outer Core (Prop Density)	Total (min.-max.)	Max. FAR or Density	Prop. Max. FAR or Density
Residential	22.01	170-494	7.7-22.4	100-130	4.5-5.9	270-624	32/acre	28.4
Office/Retail	18.24	30,000-60,000	0.4-0.75	220,000-540,000	0.3-0.67	250,000-600,000	1.00	0.76
Total	40.25					0		
Open Space	8.05					8.05		
(1) No Rail phase is proposed with this project.								
(2) ADUs shall be provided in accordance with the Zoning Ordinance.								
(3) Construction of Phase 1 to begin in 5-10 years from time of Site Plan approval. Construction of Phase 2 to begin in 5-10 years of Site Plan approval of uses submitted as part of the planned bus Service phase.								

Phase 1(A): The total number of zoning permits for residential units to be issued during Phase A shall not exceed 130 units. In addition, prior to the commencement of Phase 1(B), zoning permits for at least 75,000 square feet of non-residential development must be obtained.

Phase 1(B): The total number of zoning permits for residential units to be issued during Phase A and Phase B shall not cumulatively exceed 300 units. In addition, prior to the commencement of Phase C, zoning permits for at least 475,000 square feet of non-residential development, at least 20,000 of which is used primarily for retail or supportive service uses adjacent to Centergate Drive or the storm water management pond on Lot 8 and Lot 9.

Phase 2(C): Phase C shall include any development above 475,000 square feet of non-residential uses, not to exceed 600,000 square feet and shall be entitled to receive all remaining residential permits up to 624 units.

This Final Development Plan, FIDP-2008-0002, is solely for the development of Lot 12 into one hundred and twenty-four (124), 2 over 2 multi-family units (2 affordable dwelling units). This Final Development Plan is being developed in accordance with the Phasing plan, Phase 1(A) as listed on Sheet 5 of the Final Development Plan and shown on Page 8 of this report. The development of Lot 12 also includes 1.44 acres of Landscaped Open Space and 1.65 acres of Active/Passive Recreation Open Space for a total of 3.09 acres of open space. An Informal Park is proposed within the 1.65 acre Active/Passive Recreation Area to include a picnic pavilion and three (3) benches.

The additional phases to be developed on Lots, 8, 9, and 10 of the Dulles Parkway Center II will be subject to approval of future Final Development Plans.

Section 4-1103 of the Revised 1993 Loudoun County Zoning Ordinance identifies the items that must be reviewed and considered by the Planning Commission in order to determine whether a Final Development Plan should be approved. Specifically, the Planning Commission shall approve a Final Development Plan if it 1) conforms to approved Proffers; 2) conforms to the approved Concept Development Plan, and; 3) contains the information enumerated in Section 4-1103(C)(2) of the Zoning Ordinance.

Staff has reviewed the application for conformance with this criteria and has provided an analysis which can be found in the follow attachments:

- Proffers (See Attachments A1-A14)
- Concept Development Plan (See Attached CDP and Final Development Plan)
- Section 4-1103(C)(2) (See Attachments A15-A18)

### **Street Trees**

An additional requirement of the PD-TRC district includes the provision for street trees. Section 4-1119 of the Revised 1993 Loudoun County Zoning Ordinance states, “**Street Trees.** Trees shall be planted at a density of no less than one tree per twenty-five (25) linear feet along all areas dedicated for vehicular access. Such trees shall have a minimum caliper of 1 (one) inch and a height at maturity of 15 (fifteen) feet or more. If in the opinion of the Planning Commission at time of review of the Final Development Plan, upon the advice of the County Urban Forester/Arborist, that street trees will not survive in a given location, substitute plantings or substitute locations may be provided.”

A letter and exhibit requesting the relocation of street trees within Lot 12 of the Dulles Parkway Center II development was submitted to the County Forester/Arborist October 24, 2008 (**Attachment A51-A54**). As illustrated on attached Exhibit A, the Applicant proposes to relocate eleven (11) of the forty-one (41) plantings required along Centergate Drive to alternate locations. The request for alternate planting locations is mainly due to sight distance constraints around the curvature of Lot 12 as well as SWM/BMP culvert construction. The plantings are relocated in areas adjacent to property boundaries to

enhance buffering as well as planted in close proximity to Centergate Drive to influence the streetscape visually.

The County Urban Forester/Arborist has reviewed the request letter and exhibit for alternate planting locations and is satisfied with the arrangement and alternate tree locations shown, contingent upon the appropriate plan set sheets illustrating VDOT's sight distance easements.

## V. SUMMARY

On November 20, 2007, the Board of Supervisors approved the rezoning for Dulles Parkway Center II, (ZMAP 2005-0041) subject to the Proffer Statement dated July 6, 2007, revised through October 11, 2007 inclusive of the zoning ordinance modifications requested by the applicant, and the Findings for Approval dated September 4, 2007. ZMAP-2005-0041 rezoned approximately 40.25 acres from the PD-OP (Planned Development – Office Park) and the PD-IP (Planned Development–Industrial Park) zoning districts to the PD-TRC (Planned Development – Transit Related Center) zoning district in order to develop a pedestrian friendly, mixed-use community. The approval of ZMAP-2005-0041 permits Lots 8, 9, 10, and 12 of the Dulles Parkway Center II the ability to build up to a maximum of 600,000 square feet of office and retail space; and up to a maximum of 624 multi-family dwellings.

Approval of the Final Development Plan serves as meeting the non-engineered site plan requirements such as location of proposed building footprints and elevations, parking, traffic circulation and pedestrian and bicycle circulation, open space areas, landscaping plan and stormwater management size and locations. The Planning Commission shall approve an FDP if it conforms to approved Proffers, Concept Development Plan and FDP submission requirements contained in Section 4-1103(C)(2) of the Revised 1993 Zoning Ordinance.

Staff has reviewed the Dulles Parkway Center-Lot 12 Final Development Plan and finds the plan is in accordance with the approved Concept Development Plan and Proffers for ZMAP 2005-0041 (Dulles Parkway Center II). In addition, FIDP 2008-0002 contains the requirements listed in Section 4-1103(C) of the Revised 1993 Zoning Ordinance. The proffer and Zoning Ordinance requirements for Lot 12 and how these requirements have been addressed can be found within **Attachment A1-A14 and A15-A18 respectively.**

It is important to note that additional phases to develop Lots, 8, 9, and 10 of the Dulles Parkway Center II will be shown in future Final Development Plans. Each Final Development Plan submitted must conform to the approved Concept Development Plan and Proffers for ZMAP-2005-0041 and the requirements listed in Section 4-1103(C) of the Revised 1993 Loudoun County Zoning Ordinance.

## **VI. RECOMMENDATIONS**

Staff recommends approval of the Final Development Plan based on conformity to the Concept Development Plan, Proffer Statement, and the Revised 1993 Zoning Ordinance.

## **VII. DRAFT MOTIONS**

1. I move that the Planning Commission approve FIDP 2008-0002, Dulles Parkway Center II-Lot 12, subject to the Final Development Plan dated August 1, 2008, revised through November 21, 2008 prepared by Bowman Consulting, including the street tree modifications illustrated on plan Sheet 7 and the findings as found in Section III above.

OR

2. I move an alternate motion.

<b>VIII. ATTACHMENTS</b>	<b>PAGE NUMBER</b>
1. Proffer Requirements with Lot 12 Final Development Plan	<b>A1-A14</b>
2. Zoning Ordinance, Sec. 4-1103(C)(2) Submission Requirements	<b>A15-A18</b>
3. Zoning Ordinance, Sec. 4-1100-Transit Related Center Requirements	<b>A19-A29</b>
4. Proffer Statement dated July 6, 2007 revised through October 11, 2007	<b>A30-A46</b>
5. Zoning Modifications	<b>A47-A50</b>
6. Substitute Tree Location Request/Exhibit A/County Arborist Response	<b>A51-A54</b>
7. Final Development Plan dated 08/01/08 & revised through 11/21/08	<b>8 sheets in set</b>
8. Concept Development Plan dated November 2005	<b>10 sheets in set</b>